

Message Text

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FOLLOWING REPEAT BANGKOK 8103 ACTION SECSTATE INFO CANBERRA JAKARTA
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QUOTE

UNCLAS BANGKOK 8103

E.O. 11652: N/A
TAGS: SNAR
SUBJ: SPEECH BY DR. PERTER BOURNE TO U.S. REGIONAL NARCOTIC
CONFERENCE

SUMMARY: FOLLOWING IS TEXT (PREPARED BY USIS) OF THE EXTEM-
PORANEOUS ADDRESS DR. PETER BOURNE, SPECIAL ASSISTANT TO
THE PRESIDENT FOR MENTAL HEALTH AND DRUG ABUSE, DELIVERED
APRIL 14, TO THE U.S. EAST ASIA REGIONAL NARCOTICS CONFERENCE
AT THE DUSIT THANI HOTEL IN BANGKOK. END SUMMARY.

BEGIN TEXT:

1. I WOULD LIKE TO TELL YOU ABOUT SOME OF THE NEW DIRECTIONS
I SEE US GOING IN WITH THE NEW ADMINISTRATION. I SEE THIS
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PAGE 02 STATE 088566 POSS DUPE

HOPEFULLY, AS A KIND OF TURNING-POINT CONFERENCE. I FEEL
THAT WE NOT ONLY HAVE A NEW LEVEL OF CONCERN ABOUT THE
NARCOTICS PROBLEM, BUT I THINK THAT, ALTHOUGH WE STILL
HAVE A LONG WAY TO GO, THERE ARE SOME INDICATIONS THAT WHAT
WE HAVE BEEN DOING OVER THE LAST SEVERAL YEARS IS BEGINNING
TO MAKE SOME SIGNIFICANT DIFFERENCE. THERE IS SOME EVI-
DENCE OF SIGNIFICANT PAYOFF (RESULTS). AS MANY OF YOU MAY
KNOW, THE NARCOTICS PROBLEM HAS BEEN AN INTEREST OF
PRESIDENT CARTER'S FOR MANY YEARS, AND IS SOME THING THAT
HE IS DETERMINED TO GIVE A VERY HIGH PRIORITY TO. HE PLANS

IN THE NEXT TWO OR THREE WEEKS TO MAKE A MAJOR POLICY STATEMENT ON NARCOTICS. IN ADDITION, AT THE U.N. COMMISSION ON NARCOTIC DRUGS IN GENEVA IN FEBRUARY, WE DELIVERED A PERSONAL MESSAGE FROM HIM, STRESSING HIS INTEREST AND CONCERN AND HIS PLANS TO PUT A VERY HIGH EMPHASIS IN THIS AREA DURING HIS ADMINISTRATION. AS FAR AS I KNOW, THAT'S THE FIRST TIME THAT A HEAD OF STATE HAS HAD A PERSONAL MESSAGE DELIVERED AT THAT MEETING.

2. ORGANIZATIONALLY, THE ONE MAJOR CHANGE THAT IS OCCURRING IS THE ESTABLISHMENT OF THE OFFICE OF DRUG ABUSE POLICY WITHIN THE WHITE HOUSE. THE LEGISLATION ESTABLISHING THIS OFFICE WAS PASSED BY THE CONGRESS DURING THE LAST ADMINISTRATION. HOWEVER, IT WAS NOT IMPLEMENTED, AND THE LEGISLATION ESSENTIALLY WAS LEFT HANGING WHEN PRESIDENT CARTER TOOK OFFICE. HE DECIDED TO IMPLEMENT IT, PARTLY TO GIVE SPECIAL EMPHASIS TO THIS AREA, BUT ALSO TO COORDINATE THE DEVELOPMENT OF POLICY BETWEEN THE VARIOUS FEDERAL AGENCIES INVOLVED IN THE NARCOTICS FIELD. AT THE SAME TIME, WE HAVE ABOLISHED THE VARIOUS PREVIOUSLY-EXISTING CABINET COMMITTEES ON NARCOTICS CONTROL, AND REINVIGORATED WHAT HAS ALWAYS EXISTED BUT HAS NEVER BEEN USED--NAMELY THE STRATEGY COUNCIL WHICH IS IN EFFECT THE CABINET MINUS THREE OR FOUR PERSONS WHO DO NOT HAVE A DIRECT INTEREST IN THIS AREA. WE PLAN TO HAVE A FULL MEETING OF THE STRATEGY COUNCIL DURING THE NEXT MONTH, SO THAT THE ISSUE WILL BE GIVEN THE GREATEST UNCLASSIFIED

PAGE 03 STATE 088566 POSS DUPE

EMPHASIS AT THE HIGHEST POSSIBLE LEVEL.

3. UNDER THE STRATEGY COUNCIL, WE PLAN TO HAVE A NUMBER OF WORKING GROUPS, BOTH ON THE SUPPLY AND DEMAND SIDE, WHICH WE HOPE WILL PICK UP THE WORK THAT THE VARIOUS CABINET COMMITTEES HAVE BEEN DOING IN THE PAST. PART OF MY OWN FEELING IS THAT WE HAVE PERHAPS TENDED TO FORM TOO MANY STANDING COMMITTEES THAT WOULD MEET TO DELIVERATE AND EXIST MERELY FOR THE SAKE OF EXISTING. WHAT WE'RE TRYING TO DO NOW IS TO REDUCE THAT LARGE NUMBER OF COMMITTEES AND TO ESTABLISH A SMALLER NUMBER OF COMMITTEES THAT ARE SPECIFICALLY GOAL-ORIENTED, THAT WILL BE GEARED TOWARDS PERFORMING A SPECIFIC TASK, ARRIVING AT A SPECIFIC POLICY DECISION, WORKING OUT A PROGRAM. AND THEY WILL GO OUT OF EXISTENCE ONCE THAT PARTICULAR PIECE OF WORK IS DONE.

4. AT THE SAME TIME, UNDER THE OFFICE OF DRUG ABUSE POLICY, WE NOW HAVE REGULAR MEETINGS OF THE HEADS OF THE KEY AGENCIES INVOLVED IN NARCOTICS CONTROL. I THINK PARTLY BECAUSE OF COMPATABILITY OF PERSONALITY, PARTLY BECAUSE OF A LONG PROCESS OF EVOLUTION THAT'S GONE ON OVER THE LAST SEVERAL YEARS, THAT WE NOW HAVE A VERY EFFECTIVE WORKING GROUP OF FOUR PEOPLE REPRESENTING LAW ENFORCEMENT INTERNATIONAL ACTIVITIES AND TREATMENT. WE MEET EVERY COUPLE

OF WEEKS AND DEAL WITH MAJOR POLICY ISSUES AFFECTING THE ENTIRE FIELD. I FEEL THAT THIS IS WORKING OUT EXTREMELY WELL, AND THAT WE HAVE A LEVEL OF INTER-AGENCY COOPERATION THAT EXCEEDS ANYTHING THAT WE'VE HAD PREVIOUSLY.

5. THE OFFICE OF DRUG ABUSE POLICY IS RESPONSIBLE FOR OVERALL COORDINATION AND DEVELOPMENT OF NARCOTICS POLICY. IT'S ALSO GOING TO BE RESPONSIBLE FOR ALL REORGANIZATION FUNCTIONS IN THE FEDERAL GOVERNMENT. AS YOU MAY KNOW, PRESIDENT CARTER MADE GOVERNMENT REORGANIZATION ONE OF THE MAJOR ISSUES DURING THE CAMPAIGN AND IS NOW IN THE PROCESS OF ESTABLISHING A GOVERNMENT-WIDE REORGANIZATION STUDY
UNCLASSIFIED

PAGE 04 STATE 088566 POSS DUPE

AND HAS JUST RECEIVED AUTHORIZATION FROM THE CONGRESS TO CONDUCT THIS KIND OF STUDY WITH RATHER FAR-REACHING IMPLICATIONS IN TERMS OF THE RECOMMENDATIONS THAT ARE LIKELY TO COME OUT OF IT. THE OFFICE OF DRUG ABUSE POLICY WILL BE COORDINATING ALL AREAS OF NARCOTICS ACTIVITY IN THE OVERALL REORGANIZATION EFFORT. THE RESIDENT HAS ESTABLISHED A SERIES OF CLUSTERS IN TERMS OF THEIR PRIORITIES IN THE FEDERAL GOVERNMENT FOR THE REORGANIZATION STUDY. THE INITIAL 12 AREAS THAT HE HAS SELECTED INCLUDE THE AREA OF NARCOTICS LAW ENFORCEMENT. WE ARE NOW IN THE PROCESS OF ESTABLISHING AN INTER-AGENCY WORKING GROUP THAT WILL LOOK AT THE WHOLE AREA OF NARCOTICS LAW ENFORCEMENT, INCLUDING INTELLIGENCE AND BROADER INTERDICTION. THAT STUDY IS CURRENTLY GETTING UNDERWAY.

6. THERE IS, AS MANY OF YOU MAY ALREADY BE AWARE, A STUDY GOING ON WITHIN THE JUSTICE DEPARTMENT INITIATED BY ATTORNEY GENERAL BELL LOOKING AT THE FUTURE RELATIONSHIP BETWEEN THE DEA (DRUG ENFORCEMENT ADMINISTRATION) AND THE FBI (FEDERAL BUREAU OF INVESTIGATION). BUT THIS IS ONLY ONE COMPONENT OF A MUCH BROADER STUDY. AND THERE ARE NO IMMEDIATE DECISIONS THAT ARE TO BE MADE AT ALL IN THIS AREA. AT THE PRESENT TIME, WE'RE STILL TOTALLY IN A POSTURE OF STUDY, AND NO DECISIONS RELATING TO THE FUTURE OF ANY SPECIFIC AGENCIES HAVE BEEN MADE.

7. I'D LIKE TO JUST RUN DOWN IN GENERAL SOME OF THE BROAD POLICY CHANGES THAT I SEE OCCURRING IN THE NEXT FEW YEARS. SOME OF THEM ARE STILL IN THE PROCESS OF FORMULATION, SOME OF THEM DON'T REPRESENT REALLY MAJOR DEPARTURES FROM PREVIOUS POLICIES. SOME OF THEM DO, TO SOME EXTENT.

8. OVERALL, I THINK THAT ONE CAN SUM UP THE POLICY THAT WE PLAN TO IMPLEMENT AS BEING ONE THAT IS GEARED, AS MUCH AS POSSIBLE, TO ESTABLISHING PRIORITIES IN THE DRUG FIELD, ACCORDING, FIRSTLY, TO THE CLEARLY DETERMINED HEALTH AND
UNCLASSIFIED

PAGE 05 STATE 088566 POSS DUPE

SOCIAL HAZARDS THAT VARIOUS DRUGS PROVIDE TO SOCIETY, AND ESTABLISHING OUR PRIORITIES IN TERMS OF DIFFERENT DRUGS AS CLEARLY AS WE CAN, ACCORDING TO WHAT THE REAL RISK IS TO THE AMERICAN PEOPLE.

9. I THINK, SECONDLY, WE HOPE TO ESTABLISH A POLICY THAT TAKES INTO ACCOUNT WHAT CAN BE REALISTICALLY ACCOMPLISHED AND WHAT CAN'T. I THINK QUITE APART FROM WHAT ONE MAY FEEL ABOUT MARIJUANA, WE HAVE ECHIEVED A SITUATION, WHETHER WE WANTED IT OR NOT, IN THE UNITED STATES WHERE WE HAVE BEEN FORCED TO FACE CERTAIN REALITIES ABOUT OUR ABILITY TO CONTROL MARIJUANA. WE ARE TRYING TO ADJUST OUR POLICY ON THAT ACCORDINGLY, AND I'LL COME BACK TO THAT SPECIFIC ISSUE IN A FEW MINUTES.

10. I THINK, IN ADDITION, ALTHOUGH OUR TRADITIONAL POLICY IN THE PAST HAS BEEN SOLELY TO FOCUS ON NARCOTICS POLICY IN TERMS OF PREVENTING DRUGS COMING TO THE UNITED STATES, OF SEEING NARCOTICS ADDICTION AS A PURELY AMERICAN PROBLEM IN WHICH OUR GOAL WAS NOT TO BE CONCERNED ABOUT DRUGS BEING USED ELSEWHERE IN THE WORLD OR TRAFFICKED ELSEWHERE IN THE WORLD, BUT ONLY TO BE CONCERNED WITH THOSE DRUGS THAT MIGHT END UP IN THE UNITED STATES AND HAVE DIRECT IMPACT ON THE AMERICAN PEOPLE. I THINK NOW WE ARE GOING TO BE MOVING INCREASINGLY IN THE NEXT FOUR YEARS TO A GLOBAL CONCERN WITH THE NARCOTICS PROBLEM. OBVIOUSLY, IN SETTING PRIORITIES, OUR HIGHEST PRIORITY HAS TO BE WITH OUR OWN NATIONAL INTERESTS. BUT WE FEEL INCREASINGLY THAT IT DOESN'T MAKE VERY MUCH SENSE TO SEPARATE OUT TOTALLY THE SERIOUS HEROIN ADDICTION PROBLEM THAT HAS DEVELOPED IN EUROPE IN THE LAST YEAR OR OR SO, THE RATHER MAJOR PROBLEM OF NARCOTICS ADDICTION HERE IN ASIA. WE CAN'T ANY LONGER WORK TOWARDS GETTING OTHER COUNTRIES TO HELP US WITH OUR PROBLEM IN THE TRAFFICKING AREA, IF WE'RE GOING TO IGNORE THE VERY SERIOUS ADDICTION PROBLEMS IN THEIR OWN COUNTRIES. I THINK INCREASINGLY, WE WANT NOT TO BE AMERICA TRYING TO DEAL UNCLASSIFIED

PAGE 06 STATE 088566 POSS DUPE

IN ISOLATION WITH A PROBLEM THAT WAS EXCLUSIVELY OURS, BUT TRYING TO GET OTHER COUNTRIES TO TAKE ON A SHARED RESPONSIBILITY TO DEAL WITH THE NARCOTICS PROBLEM AS A GLOBAL PROBLEM.

1. IN TERMS OF ESTABLISHING PRIORITIES, VERY CLEARLY, HEROIN REMAINS FAR AND AWAY THE NUMBER ONE PROBLEM, IN TERMS OF THE SOCIAL COST--NOT ONLY IN THE UNITED STATES, BUT ELSEWHERE IN THE WORLD. I THINK IT'S VERY CLEAR TO US THAT THE FURTHER ONE GETS FROM THE PLACE WHERE THE OPIUM POPPY IS GROWING, THE HARDER ONE'S PROBLEM IS IN DEALING WITH IT. I THINK, THEREFORE, THE PRIORITY OF EMPHASIS BEGINS

WITH THE CULTIVATION OF THE OPIUM POPPY AND DECREASES ACCORDINGLY, ALL THE WAY DOWN TO THE PERSON WHO HAS RELATIVELY MINISCULE AMOUNTS OF HEROIN IN THEIR POSSESSION FOR THEIR OWN USE. I THINK THIS MEANS, THEREFORE, THAT OUR EFFORTS IN THE INTERNATIONAL AREA REALLY THEN, TAKE THE POSITION OF PREEMINENCE IN OUR OVERALL POLICY. OUR ABILITY TO WORK EFFECTIVELY WITH OTHER GOVERNMENTS TO ELIMINATE THE CULTIVATION OF OPIUM POPPIES HAS TO BE OUT TOP PRIORITY. I THINK WE HAVE INCREASINGLY SEEN EVIDENCE OF THE ADVANTAGE OF THIS KIND OF APPROACH ELSEWHERE IN THE WORLD. I THINK TOO OFTEN PEOPLE HAVE CRITICIZED OUR POLICIES, PARTICULARLY INTERNATIONALLY, AS HAVING BEEN INEFFECTIVE. BUT I THINK ONE OF THE GREAT SUCCESS STORIES IN THE NARCOTICS FIELD IN THE LAST FIVE OR TEN YEARS HAS BEEN THE ESSENTIAL ELIMINATION OF TURKEY AS A SOURCE OF HEROIN, WHERE WE HAVE, IN EFFECT, ACHIEVED 100 PERCENT ELIMINATION OF THAT SOURCE. THIS IS SOMETHING THAT WE COULD HAVE DONE IN NO OTHER WAY OTHER THAN (THROUGH) A DIPLOMATIC AGREEMENT AND ACTION BY THE TURKISH GOVERNMENT. I THINK, SIMILARLY, THE PROSPECTS--ALTHOUGH WE'RE A LONG WAY FROM SEEING A PAYOFF (RESULTS)--IN MEXICO, TO SUPPORT THE SAME POLICY DECISIONS.

12. IN TERMS OF THE FUTURE CULTIVATION OF OPIUM POPPIES
UNCLASSIFIED

PAGE 07 STATE 088566 POSS DUPE

AROUND THE WORLD, WE HAVE BEEN FACING FOR SEVERAL YEARS IN WASHINGTON THE ISSUE OF WHETHER WE SHOULD ALLOW THE DOMESTIC CULTIVATION OF THE SO-CALLED NON-HEROIN, NON-OPIUM POPPY PAPAVER BRACTEAUM TO MEET LEGITIMATE MEDICAL NEEDS FOR CODINE WITHIN THE UNITED STATES. THERE ARE MANY PROBLEMS IN DOING THIS, AND IT IS IMPROBABLE THAT WE WILL ALLOW THE CULTIVATION OF THAT SPECIES OF POPPY IN THE UNITED STATES IN THE FORESEEABLE FUTURE. HOWEVER, I THINK THAT WE WILL INCREASINGLY ENCOURAGE THE WORLD TO MOVE TOWARDS THAT SPECIES OF POPPY OR OTHER SPECIES OF POPPY THAT CAN, PERHAPS, BE CONSIDERED SAFER THAN THE OPIUM POPPY AS A SOURCE FOR THE MEDICINAL NEEDS FOR OPIATES. THIS IS GOING TO BE A POLICY THAT WILL TAKE MANY MANY YEARS TO IMPLEMENT. WE STILL HAVE THE SERIOUS ECONOMIC REPERCUSSIONS AFFECTING AN INDUSTRY IN A COUNTRY LIKE INDIA, WHERE THE LABOR-INTENSIVE ASPECTS OF USING THE OPIUM POPPY ARE CRUCIALLY IMPORTANT. BUT I THINK THAT OUR OVERALL POLICY IS GOING TO BE TO ENCOURAGE A SHIFT AWAY FROM THE POPPY SOMNIFERUM AND TOWARD THE CULTIVATION OF OTHER SPECIES OF POPPIES WHERE THERE CONTINUES A LEGITIMATE NEED FOR MEDICINAL PURPOSES.

13. THE ISSUE OF MARIJUANA IS ONE WHERE WE HAVE HAD A RATHER DRAMATIC CHANGE IN OUR POLICIES SINCE THE LAST ADMINISTRATION. DURING THE CAMPAIGN, PRESIDENT CARTER TOOK THE POSITION THAT HE SUPPORTED DECRIMINALIZATION OF

MARIJUANA AS A STATE-BY-STATE CONCERN. WE RECENTLY TOOK THE POSITION IN THE CONGRESS THAT WE WOULD SUPPORT DE-CRIMINALIZATION AT A FEDERAL LEVEL--DECRIMINALIZATION OF THE FEDERAL LAW--THEREBY MAKING IT TOTALLY A RESPONSIBILITY OF THE INDIVIDUAL STATES OT DECIDE WHETHER THEY WANTED TO DECRIMINALIZE MARIJUANA OR NOT. THIS, OBVIOUSLY, IS AN ISSUED THAT IS OF MAJOR CONCERN TO OTHER COUNTRIES, BECAUSE MANY COUNTRIES REGARD MARIJUANA AND CANNABIS PRODUCTS MUCH MORE SERIOUSLY THAN WE DO IN TERMS OF REPRESENTING A HAZARD TO THEIR OWN SOCIETIES. ONE THING THAT UNCLASSIFIED

PAGE 08 STATE 088566 POSS DUPE

WE HAVE TRIED TO MAKE CLEAR IS THAT WE ARE NOT TALKING ABOUT THE LEGALIZATION OF MARIJUANA. WHAT WE ARE TALKING ABOUT IS REDUCING PENALTIES FROM CRIMINAL OFFENSE TO A CIVIL OFFENSE--SOMETHING ANALOGOUS, PERHAPS, TO A TRAFFIC CITATION. A PERSON CAUGHT WITH A VERY SMALL AMOUNT OF MARIJUANA, USUALLY UNDER ONE OUNCE, WOULD BE GIVEN A CIVIL CITATION AND WOULD BE REQUIRED TO PAY A FINE. THEY WOULD NOT GO TO JAIL. THEY WOULD NOT HAVE A PERMANENT RECORD. OUR OVERALL POSITION IS TO DISCOURAGE THE USE OF ALL DRUGS--MARIJUANA INCLUDED--BUT NOT TO CREATE A SITUATION AS WE INCREASINGLY HAVE WITH MARIJUANA. BASED ON ALL THE EVIDENCE AVAILABLE, FOR MOST YOUNG PEOPLE, BEING ARRESTED AND SERVING A JAIL SENTENCE WAS FAR MORE DAMAGING TO THEM AND THEIR CAREERS AND THEIR FUTURE THAN ANYTHING THE DURG WAS EVER LIKELY TO DO TO THEM. WE ALSO HAVE TAKEN THE POSITION THAT WE ARE NOT GOING TO BE OUT PROSELYTIZING THE STATES TO CHANGE THEIR LAWS. BUT THIS IS PURELY A POSITION AT THE FEDERAL LEVEL IN WHICH WE ARE CHANGING THE FEDERAL LAW ONLY SO AS TO MAKE IT CLEARLY A DECISION FOR EACH STATE TO MAKE ON AN INDIVIDUAL BASIS

14. THE NEXT ISSUE THAT WE ARE LOOKING AT AND ON WHICH WE MAY END UP WITH SOME MAJOR CHANGES IS THE AREA OF THE LEGITIMATELY PRESCRIBED PHARMACEUTICAL SUBSTANCES--PARTICULARLY THE BARBITURATES. THE BARBITURATES WERE ONE OF THE FIRST CLASSES OF DRUGS THAT PHYSICIANS HAD 30 YEARS AGO THAT REALLY DID SOMETHING TO PEOPLE'S MINDS. WHEN THEY PRESCRIBED BARBITURATES, PEOPLE KNEW THAT THEIR DOCTOR HAD REALLY DONE SOMETHING FOR THEM. AT THAT TIME, THERE WERE FEW ALTERNATIVES--THERE WERE NO ALTERNATIVES--TO THE BARBITURATES. GRADUALLY THE BARBITURATES BECAME AS MUCH A PART OF MEDICAL PRACTICE TO MANY PHYSICIANS AS THEIR STETHESCOPE. HOWEVER, IN THE LAST 30 YEARS, WE'VE HAD A NUMBER OF RATHER DRAMATIC DEVELOPMENTS IN THE PHARMACOLOGICAL FIELD. THERE ARE NOW A PMBER OF VERY SATISFACTORY ALTERNATIVES TO MOST OF THE BARBITURATES. AT THE SAME TIME, UNCLASSIFIED

PAGE 09 STATE 088566 POSS DUPE

WE HAVE SEEN A STEADILY INCREASING PROBLEM FROM THE USE
OF BARBITURATES IN TERMS OF OVERDOSE DEATHS--BOTH DELIBER-
ATE IN TERMS OF PEOPLE COMMITTING SUICIDE WITH BARBITURATES
AND INADVERTANT OVERDOSE DEATHS, WHERE PEOPLE MIX BAR-
BITURATES W
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